

AN ASSESSMENT OF THE NEED FOR AN
EFFECTIVE HUMAN RESOURCES PLANNING
SYSTEM WITHIN ATLANTA CITY GOVERNMENT

A THESIS
SUBMITTED TO THE FACULTY OF ATLANTA UNIVERSITY
IN PARTIAL FULFILLMENT OF THE REQUIREMENT
FOR THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION

BY
MARY E. DEBARDELABEN

ATLANTA, GEORGIA

JULY 1978

R= - T= 35

TABLE OF CONTENTS

CHAPTER	PAGE
I. INTRODUCTION.	1
II. GENERAL SETTING OF THE PROBLEM.	5
III. REVIEW OF RELATED LITERATURE.	7
IV. ANALYSIS OF THE PROBLEM	14
What are the Current Human Resources Planning Efforts Performed Within Atlanta City Government. . .	14
How Effective is Atlanta City Government in Meeting its Human Resources Requirements.	22
V. RECOMMENDATIONS AND CONCLUSIONS	29
BIBLIOGRAPHY.	33
APPENDICES.	35

CHAPTER I

INTRODUCTION

The Bureau of Personnel Operations of Atlanta City Government is responsible for meeting the personnel-human resource requirements of the local jurisdiction to assume effective and efficient delivery of services to the citizens of Atlanta. At the present time, the City employs approximately 11,000 persons in classified and unclassified positions. During the past ten years, employment in Atlanta City Government has almost doubled because of citizen demands for increased services. More than seventy-two percent of the total budget is expended for salaries.¹

In view of the rapid rate of growth in Atlanta City Government employment and the percentage of the budget which is allocated for salaries, it is very important that the City plans for the development, implementation and maintenance of a well coordinated and effective human resources planning system if it is to be successful in achieving its overall program goals and objectives.

To develop an effective human resources planning system, Atlanta City Government must have the capability to:

- a) Determine the qualitative and quantitative needs of its present and future workforce

¹City of Atlanta Department of Finance, Budget and Revenue Division, Revenue and Expenditures Operating Outlook 1975-79, June 1975, p. 10.

- b) Design and implement the efforts required to recruit, develop and retain the indicated workforce, and
- c) Develop an administrative structure which will ensure that maximum use is made of its human resources.

The Bureau of Personnel Operations (BPO), which should play a major role in the coordination of a human resources planning system (HRPS) is cognizant of the City's deficiencies in this area of planning.

As a graduate student-intern within the BPO from June through December 1977, the writer had an opportunity to observe and participate in the overall personnel administration functions, and to note first hand problems associated with the absence of a HRPS.

The intern experience facilitated the writer's understanding of the importance of HRPS as a personnel function within an organization or jurisdiction, and aided the writer in identifying the need for a well coordinated and effective HRPS within Atlanta City Government. As a result, the Director of BPO requested the writer to develop a model of a comprehensive human resources planning system for Atlanta City Government.

The focus of the problem in this research study is to identify the current human resource planning activities within Atlanta City Government, and to assess the effectiveness of these activities. The writer used the participant-observation method to ascertain and analyze primary data required to investigate the problem of the need for an effective and coordinated HRPS within Atlanta City Government.

In addition, the interview and questionnaire techniques were used to collect the primary data. More specifically, the structured interviews were used to identify the kinds of HRP activities which are

performed on the macro level within city government, and the questionnaire was used to identify HRP activities which are being performed on the micro level. A review of related literature provided secondary data for this study. Primary and secondary data was collected during the internship experience. (See Appendix A for HRP Questionnaire.)

Structured interviews were conducted with nine staff personnel who are involved in various areas of personnel management and who have gained general knowledge of HRP in municipal government. Eight of these persons have specific knowledge and practical work experience of HRP within Atlanta City Government. The interviews were conducted with the following persons:

Bureau of Personnel Operations

Director, Bureau of Personnel Operations
 Division Manager, Recruitment and Certification Division
 Division Manager, Employee Services Division
 Division Manager, Employee Development Division

Affirmative Action Office

Affirmative Action Officer

Bureau of Budget Policy and Evaluation

Director, Bureau of Budget Policy and Evaluation
 Deputy Director, Bureau of Budget Policy and Evaluation

Finance Department

Director, Employee Benefits

U.S. Civil Service Commission

Director, Bureau of Intergovernmental Personnel Programs

The questionnaire was disseminated to all Department Commissioners, and Directors of bureaus and agencies of Atlanta City Government. The questionnaire was designed to determine the extent of human resources

planning within Atlanta City Government's operating units, and to determine if there's a need to develop a comprehensive HRPS. Out of a possible forty-two responses, twenty-one completed questionnaires were returned. (See Appendix B for a list of respondents to questionnaire.)

For the purpose of this research study, human resources planning will be defined as recruitment, selection and employee development activities for the maximum utilization of employees to achieve the goals and objectives of the organization. This definition is used because this is how human resources planning was perceived by the respondents to the questionnaire. However, a more comprehensive definition of human resources planning will be elaborated on in the recommendation section of this report.

CHAPTER II

THE GENERAL SETTING OF THE PROBLEM

Atlanta City Government operates under a mayor-council form of government provided for by the adoption of the 1974 Charter. The new Charter reorganized the administrative structure into nine line departments, twenty-six bureaus, and a number of offices. (See Appendix C for Atlanta City Government Organizational Chart.) In 1977, one of the nine departments, Administrative Services, was abolished, leaving the City with only eight departments at the present.

The Bureau of Personnel Operations (BPO), which is responsible for administering the personnel function throughout the City government operates under the direction of the Chief Administrative Officer. The personnel function is administered under a formal Civil Service Rules and Regulations ordinance adopted by the City Council and Mayor, July 6, 1976.²

The formal organization of BPO includes a director (appointed by the Mayor), a deputy director and five division managers.³ The five personnel divisions are: Recruitment and Certification; Classification and Records; Evaluation; Employee Development; and, Employee Services.

The principle functions of the Bureau of Personnel Operations as

²City of Atlanta, Civil Service Rules and Regulations, (1976), Sections 1, 2.

³See Appendix D for Bureau Personnel Organization Chart.

articulated in the City's Civil Service Rules are as follows:

1. Recruiting personnel for classified services
2. Conducting examinations to determine qualifications for jobs covered by the classified civil service
3. Advertising job opportunities and requirements
4. Maintaining eligibility lists based upon comprehensive examinations and certifications of those persons eligible for appointment for each class of positions in the classified service
5. Establishing and maintaining a roster of all employees
6. Preparing and administering a pay plan covering all employees
7. Administering employee benefits programs
8. Administering in-service training and other educational programs for employees, and
9. Coordinating the personnel function with the Atlanta Civil Service Board.

The mandate for planning within Atlanta City Government is legally required by the City's Charter which states that the Mayor must prepare a 1-5-15 year Comprehensive Development Plan (CDP), and that it must be updated annually.⁴ The prerequisite for the development of such a plan on the executive level requires that planning is first done on the micro level within the City's operating agencies. One of the basic planning functions is human resources planning. In order to prepare and effectively execute a CDP for the city, the human resources planning unit must be operative.

⁴See Atlanta City Charter, Sections 3-601, 3-602, 3-603

CHAPTER III

THE REVIEW OF RELATED LITERATURE

The available literature on micro human resources planning as a personnel function is in great supply. Much has been written about the field, but the degree of application of human resources planning as a process lags significantly behind the degree and quality of theory that has been recorded.⁵

According to Leon C. Megginson, one of the many reasons human resources planning, as a process, is lacking in implementation is that the term has many different meanings. For instance, HRP may apply only to particular types of personnel skills or it may refer only to forecasting activities rather than to a full range of planning functions.⁶

The differing concepts of human resources planning grows out of the terminology of manpower planning. The terms are sometimes used interchangeably. Megginson best explains the difficulties encountered when substituting the term manpower planning for human resources planning. He states that:

"...*Manpower* was a very popular term during World War II but passed out of widespread usage after 1945. It reappeared about 1960 and once again became quite popular. Sometimes the word *manpower* is used to refer to *labor* when labor is understood to mean one of the

⁵Leon C. Megginson, Personnel and Human Resources Administration, (Homewood, Illinois: Irwin, Inc., 3rd ed., 1977), p. 149

⁶Ibid.

factors of production included in the basic framework of analysis used by economists. In this broad sense, manpower can be understood to mean generically *personnel* or *employee* in a given organization, whether hourly or salaried, managerial or non-managerial, and is, thus, its *workforce*. Or manpower can be equated with the national labor force. Finally, manpower can be considered tantamount to *human capital* or used as a synonym for *human resources*. *Manpower planning*, *personnel planning*, *employment planning*, and other similar terms have been used to refer to the planning aspect of the personnel function. Yet, each of these convey a limited or distorted impression. Considering the present direction of theoretical and practical thinking, the term *personnel and human resources planning*, seems to have the best fit."⁷

Other reasons for the lack of implementation of human resources planning are cited by Winston W. Crouch as follows:

". . .(1) there remained a widespread commitment to the idea that the free market was capable of adjusting whatever disparities arose between supply and demand. . .but also grew out of a general awareness that in some circumstances that the market responded too slowly. . .(2) Delegation of responsibility for the manpower planning function is highly fragmented. . .(3) Should there be an organizational unit with comprehensive manpower planning authority for the entire jurisdiction? Or should manpower planning be conducted piecemeal by each agency possessing program responsibilities? Compelling arguments could be advanced for each side of the question."⁸

The general consensus among the many writers addressing human resources planning is that there is a definite need for the development and implementation of such a process within an organization or jurisdiction.

Glenn W. Miller best summed up the need for human resources planning when he stated that:

"The need for extended manpower planning rests on three

⁷Ibid.

⁸Winston W. Crouch, Local Government Personnel Administration, (Washington, D.C.: International City Management Association, 1976), p. 43.

foundation points. First, it is the likelihood that failure at the present time to plan and implement programs to obtain needed personnel may force the public employer to settle for poorly prepared or inexperienced personnel presently and in the future. . . . Secondly, even as the labor market loosens, many government employers still find it difficult to recruit various types of trained manpower and general overall recruitment problems are frequently noted. And, thirdly, manpower problems in the public sector may very well intensify, due to the need for workers in new areas where manpower is in short supply."⁹

Meggison further identifies the need for human resources planning in complying with Equal Employment Opportunity Commission and Federal Contract Compliance Office Guidelines affecting the standards of employment for women, minorities, the aged and handicapped. An integral part of any action program for implementing human resources planning is affirmative action programs to provide equal opportunities for employment and advancement to all groups.¹⁰

In addition, one of the most important and basic factors pointing to the need for human resources planning in the public sector is expounded upon by Miller. Miller cites the increasing civilian employment in local governments and identifies local governments as major "growth industries." For instance, state and local governments employ three-fourths of the total government civilian workforce. Local governments employ well over half of these numbers.¹¹

In Miller's opinion "The level of state and local government employment seems very certain to continue to expand markedly. . . .the

⁹Glenn W. Miller, *Manpower in the Public Sector*, Public Personnel Review, vol. 33, no. 1 (1972), p. 53.

¹⁰Meggison, Personnel and Human Resources Administration, p. 166.

¹¹Miller, p. 50.

most significant change that we expect is the emergence of government as a dominant employer of the first resort in meeting critical and social needs."¹²

The need for human resources planning is well understood and emphasized by the many authors expressing their ideas on the subject. But it remains that the implementation of human resources planning does not equal or come close to the level of theoretical discussion. This is further supported by a nationwide survey of 775 local and state governments, federal agencies, and private corporations conducted by the District of Columbia Personnel Office in 1972. The primary objectives of the survey were to gather information to assist in the development of a pilot human resources planning system for the District of Columbia Government, and to assess the current status of human resources planning systems design and implementation.¹³

Of the 354 respondents to the survey (a 46 percent response rate), 118 (33.3 percent) had developed and were using at least one major HRP activity of a human resources planning system. These were: (a) a computerized human resources information system, (b) human resource projections methodology, or (c) affirmative action program.¹⁴

In addition, the results of the study indicated that the federal agencies had implemented HRPS components to a far greater degree than state and local governments. The report states:

¹²Ibid., p. 51.

¹³District of Columbia Personnel Office, Manpower Planning: The State of the Art, no. USCSC-72-DC-02-1, April 1973.

¹⁴Ibid., p. 1a.

"The highest occurrence of preventive manpower planning was among the federal agencies that participated in the survey. More than 88 percent of the federal agency respondents said they had developed at least part of a manpower planning system. About 43 percent of both the state government and corporate respondents, and 22 percent of the local governments submitting questionnaires were involved in implementing modern manpower planning techniques.¹⁵

The important point here is that the great majority of these implementations of HRPS are only components of a total system. Out of 118 respondents indicating involvement in at least one HRP activity, only fifteen of the respondents (eleven corporations and four local governments) had developed and were utilizing comprehensive and sophisticated HRPS'. All of the systems included a computerized human resources information system, however, only twelve were using manpower projections methodologies, and eleven were using modern action programs to facilitate efficient human resources management.¹⁶

The report indicated that the most common reasons given by the respondents for the under-utilization of human resources planning tools were: 1) lack of understanding, 2) inability to envision end results, and 3) resistance to actions that might be beneficial to the organization as a whole, but may reduce the options formerly allowed individual managers.¹⁷

Although the survey found the implementation of HRPS to be limited in scope, there appeared to be an augmenting interest in developing and utilizing HRPS components. The report states:

¹⁵District of Columbia, Manpower Planning, p. 4.

¹⁶Ibid., p. 6.

¹⁷Ibid., p. 12.

". . .survey findings support the hypothesis that more than just a new interest and awareness of today's manpower planning techniques are emerging. For example, 141 (39.8 percent) of those responding to the survey stated that they are now or would soon be developing additional manpower planning tools. Slightly less than half of these employers intend to initiate formal manpower planning for the first time.¹⁸

Most of the authors discussing HRPS indicate there's a changing trend towards the development of HRPS by organizations who are concerned with efficient and effective management of human resources. But the same factors impeding development and implementation are still very prevalent. One possible solution to the problem of acceptance/implementation as suggested by one human resources planner in the District of Columbia report is:

". . .the most promising avenues appear to be in the area of enlightenment through education and actual participation in the development of manpower planning systems."¹⁹

If the barriers to acceptance and implementation of HRPS are overcome in sufficient numbers, the process of human resources management will be greatly facilitated. The foremost advantages of developing and implementing HRPS is best summed up in the American Society of Public Administrators Handbook of Personnel and Industrial Relations which states:

"When done properly, manpower planning can: (a) enable management to anticipate shortages and surpluses of labor, thereby permitting the development of plans for avoiding difficulties or correcting them before they become serious; (b) permit forecasts of recruitment needs in terms of both numbers and types of skills sought; (c) help in the analysis of sources of supply

¹⁸Ibid., p. 5.

¹⁹Ibid., p. 12.

of labor in order to focus recruitment efforts on the most likely supply sources; (d) provide for identification of replacements or *backup* for present key managers from either inside or outside the organization; and, (e) integrate manpower plans with financial plans and forecasts."²⁰

²⁰Herbert G. Heneman and Dale Yoder, eds., ASPA Handbook of Personnel and Industrial Relations, (Washington, D.C., The Bureau of National Affairs, 1974), vol. 1, pp. 4-21.

CHAPTER IV

ANALYSIS OF THE PROBLEM

What are the Current Human Resources Planning Efforts Performed Within Atlanta City Government

The human resources planning efforts within Atlanta City Government are performed on the micro and macro levels to varying degrees by different operating units within the organizational structure. The purpose of this section is to identify the human resources planning (HRP) activities practiced by the units, and to identify the degree of application of these processes. Those HRP activities conducted on the micro level within City government will be addressed first, followed by a discussion of those activities performed on the macro level.

To collect and analyze the data needed to identify the existing HRP activities on the micro level, the researcher used the questionnaire and follow-up phone interviews. For the macro activities, the structured interviews were employed.

In order to elucidate the analysis of the problem, the writer feels the need to address the question of how HRP has been defined by the respondents to the questionnaire. Fifty-seven percent of the respondents to the questionnaire perceived HRP as employee development and training for the maximum utilization of employees to meet the goals and objectives of the organization. Another fifteen percent defined HRP as recruitment, selection and employee development activities to ensure the

optimum use of employees to achieve organizational goals and objectives. A more comprehensive definition was given by twenty-four percent of the respondents. They defined it in terms of the planning aspect of the personnel function which included projecting short and long range human resource needs and satisfying those needs through recruitment, selection and development activities. In addition, they related HRP to the maximum utilization of employees to meet organizational goals and objectives, and to meet the needs of the individual employee. One percent did not know what HRP was and gave no definition.²¹

Of the fifty-seven percent defining HRP in terms of employee development and training, thirty-three percent stated that they were not sure of the definition of HRP, but defined it in terms of what they thought it should be. Here it is important to point out that there appears to be a direct correlation between how the respondents defined HRP, and the HRP activities which they indicated they performed. The fifty-seven percent defining HRP in terms of employee development and training also identified employee development and training as their HRP activities. The fifteen percent defining HRP as recruitment, selection and employee development identified the same as their HRP activities. Finally, the twenty-four percent defining HRP more comprehensively, identified forecasting, planning, recruitment, selection, and employee development and training as their HRP activities.²²

The responses to the questionnaires also provided information as

²¹City of Atlanta, Bureau of Personnel Operations, Human Resources Planning Survey, April 1978.

²²Ibid.

to the location of responsibility for HRP activities within the operating units of Atlanta City Government. Twenty-four percent identified one individual or unit as having responsibility for HRP, sixty-two percent indicated shared responsibility, one percent indicated no one had responsibility, and another one percent did not know who was responsible for HRP.²³

The respondents in the first category named either one person or a unit as having responsibility for HRP activities. Thirty-three percent of the respondents identified an administrative position. The number of employees in these responding bureaus was less than 20. Sixty-six percent identified HRP responsibility to a special unit within the bureau. The total number of employees in these responding bureaus ranged from 154 to 253.

The sixty-three percent indicating shared responsibility identified bureau directors, division managers, supervisors and regular employees as taking part in the HRP activities. Three-fourths of these respondents felt that management should have the primary responsibility for HRP. The number of employees in these agencies ranged from eight to 244. The two bureaus indicating no responsibility for HRP had 202 and 469 employees, respectively.

As a result of the interview sessions, the researcher identified HRP activities that are conducted on the macro level by certain bureaus and offices within Atlanta City Government. They are the following:

²³Ibid.

Bureau of Personnel Operations

Recruitment and Certification Division
Employee Development
Employee Assistance

Affirmative Action OfficeDepartment of Finance

Employee Benefits Division

Department of Budget and Planning

Bureau of Budget Policy and Evaluation

Within the Bureau of Personnel Operations, the Recruitment, Employee Development, and Employee Services Divisions perform specific human resources planning activities.

The Recruitment section maintains recruiting programs to meet the workforce requirements of all the City's operating agencies. The activities include job applicant in-take, initial reviewing of applications, maintaining a list of eligible applicants, and the advertisement of available jobs.

The employee replacement process begins when the operating agency sends a requisition to Recruitment to fill a vacancy. If the Recruitment division already has an eligible list of applicants for the job vacancy, the referral list will be sent to the requesting agency. If there is no eligible list, at the time of requisition, the vacancy is advertised and a qualified list of eligible applicants is developed. The vacancies are filled by promotion, transfer, or from outside applicants. Transfers and promotions are made from within the City government's current workforce and must follow the same requisition process. Final selections of replacements are made by responsible

persons in the operating units.²⁴

It is important to note that during the replacement process, the operating unit must identify and record any changes in the job specification requirements for the position and forward these changes to the Bureau of Personnel Operations for review.²⁵

The Employee Development Division is charged with planning and implementing the training, safety and education programs for all employees of the City. The 1977 Annual Report of Employee Development listed some ninety different courses and programs available to Atlanta City Government Employees. For 1977 there were a total of 3,137 participants. The annual report included the following training categories and the number of participants:²⁶

Administrative--Management--Supervisory.	103
Education.	477
Human Relations.	6
Professional.	353
Safety.	481
Technical	849
Meetings.	450
New Employee Orientation	375
Educational and Professional Incentive Pay Program.	43

²⁴Interview with Division Manager, Recruitment and Certification, Bureau of Personnel Operations, January 1978.

²⁵Ibid.

²⁶City of Atlanta, Bureau of Personnel Operations, Employee Development Division, 1977 Annual Report.

Some of the training activities conducted by Employee Development include voluntary participation by employees and other training activities are necessary to fulfill job requirements. The greatest percentage of training activities is expended on safety, driving, heavy equipment operations and maintenance, and basic education courses.

The Employee Assistance Division performs two very important HRP activities, the exit interview and recording of turnover rates. The exit interview program has been in existence since July 1976, commencing as a pilot program. Until June 1977, the exit interview program was limited to the Vehicle Maintenance Division of the General Service Bureau. After this date, it was expanded to include all City government departments.²⁷

As part of the exit interview program, all terminating employees are asked to report to Employee Assistance for the exit interview. The exit interview is not a mandatory part of the termination process.

The program provides the terminating employee the opportunity to make an assessment of his/her work experience with the City, to assess the quality of supervision, as well as the policies and procedures of the bureau. The terminating employee is also encouraged to make recommendations for opportunities for improvement in any area of his/her work experience.

Approximately fifteen percent of the total terminations went through the exit interview program. For those employees who didn't participate in the oral interview, a questionnaire, was sent to them. The percentage of responses to the questionnaire was minimal.²⁸

²⁷Interview, Division Manager, Employee Services, Bureau of Personnel Operations, April 1978.

²⁸Ibid.

Records of the interviews are periodically analyzed and evaluated to determine causes of turnover in each operating department. Recommendations are made to the operating units for corrective action as a result of the problem areas identified during the exit interview.

The turnover rates for the City's operating units have only been systematically reported for the year 1977. The turnover rates for Atlanta City Government operating departments for classified positions averaged 18.2 percent for 1977. To account for the firing of the Sanitation strikers, the month of April was excluded and a 12.5 percent average figure is quoted.²⁹

Another HRP activity performed on the macro level is that of affirmative action. The Affirmative Action Office monitors the employee make-up of all the City's operating units to ensure equal employment opportunity for the City's workforce. The units found to have an imbalance in the workforce are encouraged to take certain actions to bring about a more balanced state of employee composition, especially in the hiring of more women and minorities.³⁰

Of the City's 7,145 classified positions, 697 (9.8 percent) are held by minority women, 532 (7.4 percent) by white females, 2,909 (40.7 percent) by minority males, and 3,007 (42.0 percent) by white males.³¹

The Employee Benefits Division, located in the Department of Finance, is responsible for payroll and fringe benefits administration.

²⁹City of Atlanta, Bureau of Personnel Operations, The 1977 Turnover for City Departments, April 1978.

³⁰Interview, Affirmative Action Officer, January 1978.

³¹City of Atlanta, Affirmative Action Office, City of Atlanta Minority/Female Participation Report, October 1977.

Here data is collected and reported on terminations in City government by position and type of termination for each department. For 1977, there were 2,563 voluntary terminations, 659 dismissals, 83 retirements, and 26 deaths.³²

Other aspects of HRP are performed by the Bureau of Budget Policy and Evaluation. The Bureau conducted management analysis studies for all of Atlanta City Government operating departments for the first time in 1977. The purpose of these studies is to evaluate staffing needs by identifying the skill mix in each unit, provide input and make recommendations for future staffing requirements and corrective action that should be taken by the unit involved.³³

In summation, the researcher found HRP activities performed on the micro and macro levels within Atlanta City Government in varying degrees by different operating units. On the micro level, the prevailing activities were recruitment, selection and employee development. On the macro level, recruitment, training and development, affirmative action, exit interviews, turnover rates, terminations by position and category, and staff evaluations are the HRP activities performed.

³²Department of Finance, Employee Benefits Division, Termination Report Computer Printout, April 1978.

³³Interview, Deputy Director, Bureau of Budget Policy and Evaluation, April 1978.

How Effective is Atlanta City Government in Meeting its Human Resource Requirements

In the previous section, it was established that Atlanta City Government performs certain human resources planning (HRP) activities, and that those activities are operational either on the micro or macro level. This section of the report assesses the quality of those HRP activities in contributing to Atlanta City Government's ability to identify and meet its human resource requirements.

First the writer will discuss the impact of HRP on the daily operations of the government units responding to the HRP questionnaire. Then, a discussion will be given to the macro activities and their application as viable HRP activities and the problems found to prevent practical application.

Respondents to the questionnaire were about equally divided on the question of impact of HRP on their daily operations. Forty-eight percent of the respondents indicated that the absence of a coordinated HRPS had a negative effect on their operations. Forty-three percent indicated that the absence of HRPS had no impact on their operations. The remainder of the respondents indicated that the question of impact was not applicable to them and gave no reason why it was inapplicable.³⁴

The 48 percent indicating a negative impact, listed improper staffing, low employee productivity and inefficiency as major impacts of not having a HRPS in operation. The forty-three percent indicating no impact, included the bureaus found to practice fairly extensive and

³⁴Human Resources Planning Questionnaire, 1978.

coordinated HRP on the micro level. The others indicated the use of employee development and training to satisfy their human resources requirements.

On the macro level the writer found problems associated with the application of the HRP activities which would prohibit the usefulness of the activities in achieving the objective of HRP. To begin with, the Recruitment Section of Personnel Operations is faced with the major problem of not being able to make any advance plans for the replacement of staff as needed. For it is only after a vacancy occurs that the Recruitment Division becomes aware of staffing needs, thus, preventive and/or anticipatory planning for staff replacement is impossible.³⁵ As a consequence of haphazardly meeting human resources requirements, the recruitment process takes from four to six weeks depending on the position which is vacant. During this lengthy process, the additional work created by the vacancy is passed on to the other employees, and, ultimately, this results in low morale and low productivity.

Other problems found to be associated with the inability of Recruitment to do advanced planning for staff replacement are improper staffing (as indicated by the respondents to the questionnaire), and the lack of adequate personnel to fill specialized positions.

In the selection phase, the writer observed, as a follow-up to the initial interview, that the lack of staff replacement planning also has a negative impact on this activity. The operating units performing the selection activity have often had to choose from a referral list of poorly qualified applicants. This further contributes to improper

³⁵Interview, Manager, Recruitment Division.

staffing, because the applicants do not possess the necessary skills to successfully perform the job for which they are applying, and, ultimately, are selected.

Also, there is little coordination between Recruitment and the requesting agency in the specification of job requirements. Procedurally, the requesting agency should make any necessary adjustments to the job specifications before the vacancy is advertised. The purpose of this is to provide Recruitment with the information needed to seek applicants with the desired skills. But it was indicated that there is great difficulty in getting the requesting agency to complete the necessary form and submit it in the prescribed length of time. This indicates a lack of understanding, by the requesting agency, of the importance of job specifications, and how they affect the recruitment and selection processes, and, ultimately, the utilization of human resources.³⁶

An in-depth analysis of the 1977 Annual Report of Employee Development and Training (EDT), showed a serious lack of comprehensive employee development and training as a part of HRP within Atlanta City Government. As indicated earlier in the previous section, EDT activities are concentrated in the safety, driving, heavy equipment and maintenance and basic education categories. The restricted activities of EDT on the macro level, hinders the City's ability to develop and train in-house personnel to adequately meet the overall needs of present and future staffing requirements.³⁷

³⁶Ibid.

³⁷Interview, Manager, Employee Development, Bureau of Personnel Operations, Atlanta City Government, July 1977.

Many respondents to the questionnaire indicated a desire to have EDT take on a more active role in providing development and training to employees and/or to assist them in creating internal development and training programs to maximize employee potential.

At the present time though, EDT is handicapped due to a lack of adequate funding and insufficient personnel, to offer the training or supervision needed to have a comprehensive employee development and training program for all of Atlanta City Government.³⁸

The writer also found that an Executive Development Program had been attempted in 1977 by the Bureau of Personnel Operations, but did not satisfactorily materialize.³⁹ This is a critical deficiency, because of the acknowledged shortage of well trained managers and executives to successfully administer the City's programs.

The exit interviews conducted for 1977 totalled fifteen percent of all the City's terminations in the classified positions. Such a small number of participants does not give the City adequate information about why workers are leaving the employ of the City. Therefore, recommendations for corrective actions to the departments involved would be of such minimal impact that the resulting effects on the City's personnel maintenance could not realistically be observed and evaluated.

The turnover rates which are broken down by operating units are not done by job positions. Consequently, it is difficult to identify the job positions that are experiencing high turnover rates. This also affects the City's ability to make viable recommendations or to take

³⁸Ibid.

³⁹Interview, Director, Bureau of Personnel Operations.

steps for corrective actions for efficient personnel maintenance.

One problem the writer observed with both turnover rates and exit interviews is that executive and management positions are excluded from these activities. The activities are restricted to classified positions, and there is no indication that data is compiled to provide the information necessary to determine turnover rates or reasons for terminations of unclassified positions. This is a critical area where this data is needed.

The 1977 Termination Report for the City, produced by the Employee Benefits Division, is the only computerized information that is available for use in HRP. The data is there, but no indication that it is being used to facilitate HRP efforts within Atlanta City Government is apparent.

The Affirmative Action Program operates at a level of inefficiency, because the Affirmative Action Officer can only make suggestions and recommendations to the operating units to correct any employment imbalances when the observations are made.⁴⁰

An analysis of the 1977 Affirmative Action Report on Minority/Female Participation shows major disparities between female and minority employment, and that of white male employment within Atlanta City Government. In addition, there were observed large disparities between male and female employment. For example, in the Office/Clerical category, there is a ratio of five to one, women to men. In the Service/Maintenance category, which employs the largest number of persons, men

⁴⁰Interview, Affirmative Action Officer, Atlanta City Government.

make up 97.9 percent of the workforce. This category is followed by Protective Services with a 91.8 percent concentration of males.

Minorities are employed in only 31.7 percent of the Officials/Administrators category and only 33.2 percent of the professional job categories. Further disparities are shown with an increased concentration of minorities found in lower paid and lesser skilled positions.

These statistics are important in showing the incongruities in the workforce and the consequences of improper HRP, plus the lack of a coordinated system to assure equal employment opportunities to all persons employed or seeking employment with the City.

At the present, results of the management analysis studies conducted by the Bureau of Budget Policy and Evaluation cannot adequately be assessed, because a comprehensive follow-up review to determine the success of the recommendations for improvements has not yet been performed. However, the writer was informed, during the interview with the Deputy Director of the Bureau, that one of the City bureaus that had been indentified as conducting advanced and/or comprehensive HRP activities was a direct result of the management analysis studies, and the recommendations made to maximize staff potential and to meet staffing requirements.

Finally, the writer was able to make some general observations of factors affecting the quality of HRP within Atlanta City Government. They are:

1. There is no one unit or person responsible for overall human resources planning
2. There is a lack of coordination of the existing HRP activities

3. There is no overall human resources plan for the City
4. There exists no basis for determining immediate and long range human resource needs
5. There is a general lack of understanding of what constitutes HRP
6. There is inadequate coordination between the budgetary process and the individual operating units in the HRP efforts
7. There has not been established a human resources inventory system.

To summarize, the writer has found that Atlanta City Government is less than proficient in the art of human resources planning. All of the HRP activities cited were less than effective in helping to achieve the objectives of HRP, because they encompassed many problem areas that prevent effective and efficient application as part of a HRPS.

The ultimate deficiencies resulting from the City's inability to adequately meet its human resources requirements may be: 1) improper staffing, 2) low employee productivity, and 3) a less than desirable level of achievement for the program goals and objectives.

CHAPTER V

RECOMMENDATIONS AND CONCLUSIONS

The human resources element of any organization is one of its most valuable assets. Yet, limited attention has been given to the planning aspect of this important resource. Such is the case within Atlanta City Government.

It is only through proper and continuous planning that an organization can reasonably assure the maximum and efficient utilization of its human resources necessary to achieve the goals and objectives of the organization, while, at the same time, providing the needs of the individual employee.

After careful study and analysis of the problem, review of related literature, observation and participation, the recommendations which follow are made to Atlanta City Government. They should form a basis for developing a systematic approach to human resources planning to improve upon those aspects of HRP in which the City is involved.

Recommendations

The first recommendation is that a unit be created within Atlanta City Government's Bureau of Personnel Operations and given the authority and responsibility to develop, implement and maintain a coordinated HRPS. There is no one unit identifiable that exists and is capable of performing the required HRP activities. Therefore, a HRP unit of six

persons should be developed. The unit staff should include a HRP analyst or specialist, personnel manager, computer systems analyst, computer programmer and administrative assistant. The HRP unit should have the central coordinating responsibility of determining Atlanta City Government's overall human resources needs and recommending action programs to meet those needs.

The second recommendation is that the City of Atlanta Government administrators and line staff should be trained in the methods and uses of HRP, and what benefits are derived from developing and implementing a HRPS. This program should include all of the city employees.

Direct involvement of all of the City's operating units is necessary in the development stage of a HRPS so that they are provided the opportunity to form a better understanding of what the system entails and realize, in practice, the benefits to be derived from its implementation. Further, a clear understanding and feeling of being a part of the development stage would help allay some of the fears managers and directors have of losing control over the management of their employees.

The third recommendation is to designate a central location for the personnel information necessary to conduct an efficient HRPS, and to computerize the data. The personnel data needed are rosters of vacant positions, employees eligible to retire, basic positions and personnel inventories, internal transfer and promotional patterns, statistical tables on labor turnover and vacancy rates by occupational groups, and correlations between employee age and length of service by occupation, and other pertinent data.

The HRP unit needs to be involved in developing the computerized

system, because the information needed should be systematically fed into the computer to provide the HRP data in the form required by the human resources planners.

The fourth recommendation is that the responsibility for overall manpower planning be coordinated by the HRP unit in conjunction with the effort of all of the operating units. The levels and flow of HRP activities should begin at the lowest level of the City's operating units and information should be fed up to the HRP unit.

Finally, the human resources planning system should include the following steps:

1. Development of organizational objectives and plans.

The objectives and plans at all levels of the organization should provide the basis for determining gross personnel requirements.

2. Determine overall human resource requirements.

Overall personnel requirements in terms of occupational specialties, job skills, and demographic characteristics should be predicted.

3. Take inventory of present human resources.

An inventory of present human resources in terms of the number of people with the required occupational specialties, job skills, and demographic qualifications enables a matching of skills in the organization against overall personnel requirements.

4. Determine net new human resource requirements.

The difference between overall requirement and the personnel inventory becomes the net new human resource requirement to

be filled by recruitment and hiring.

5. Develop action programs for meeting human resources needs.

These programs emphasize the acquisition and development of human resource skills and involves all the personnel functions, including strategies for selecting, developing, utilizing, rewarding and maintaining personnel.

6. Develop Affirmative Action programs.

To insure equal employment opportunities to all individuals, steps must be taken to seek out, recruit, select, develop, move, reward and maintain those who were formerly deprived because of race, sex or age.

The six steps outlined above are essential components of a HRPS if it is to be comprehensive and effective.

Conclusion

Human resources planning in Atlanta City Government is in a very infant stage. The fact that the City has not recognized its present nor future human resources requirements places it in a very tenuous situation. The human resource element within the City government determines to what extent the goals and objectives of the City will be met. If the skill requirements and human resources are not matched adequately, chances for successful goal achievement is minimized.

The City of Atlanta Government needs to take a more careful look at the utilization of its human resources. Human resources planning is a fundamental requirement if the City is to meet the needs of the citizens of Atlanta by achieving the goals and objectives it has set forth at the least possible cost.

BIBLIOGRAPHY

Books

- Crouch, Winston W., Local Government Personnel Administration, Washington, D.C.: International City Management Association, 1976
- Heneman, Herbert G., and Yoder, Dale, eds., ASPA Handbook of Personnel and Industrial Relations, vol. 1, Washington, D.C.: The Bureau of National Affairs, 1974
- Meggison, Leon C., Personnel and Human Resources Administration, 3rd. edition, Illinois: Irwin, Inc., 1977

Periodicals

- Miller, Glenn W., Manpower in the Public Sector, Public Personnel Review, vol 33, no. 1, 1972

Government Publications

- Atlanta City Charter, Sections 3-601, 3-602, 3-603
- City of Atlanta, 1977 Annual Report, Employee Development Division, Bureau of Personnel Operations
- City of Atlanta, The 1977 Turnover Rates for City Departments, Bureau of Personnel Operations, April 1978
- City of Atlanta, City of Atlanta Minority/Female Participation Report, Affirmative Action Office, October 1977
- City of Atlanta, Human Resources Planning Questionnaire, Bureau of Personnel Operations, 1978
- City of Atlanta, Civil Service Rules and Regulations, 1976, Sections 1,2
- City of Atlanta, Termination Report Computer Printout, Department of Finance, Employee Benefits Division, April 1978
- District of Columbia, Manpower Planning: The State of the Art, District of Columbia Personnel Office, no. USCSC-72-DC-02-1, April 1973

Interviews

Director, Bureau of Personnel Operations, City of Atlanta, August 1977

Division Manager, Bureau of Personnel Operations, Recruitment and
Certification Division, City of Atlanta, January 1978

Division Manager, Bureau of Personnel Operations, Employee Services
Division, City of Atlanta, April 1978

Division Manager, Bureau of Personnel Operations, Employee Development
Division, City of Atlanta, July 1977

Affirmative Action Officer, Affirmative Action Office, City of Atlanta,
January 1978

Deputy Director, Bureau of Budget Policy and Evaluation, City of
Atlanta, April 1978

Director, Employee Benefits Division, Department of Finance, City of
Atlanta

APPENDICES

APPENDIX A

CITY OF ATLANTA

MAYNARD JACKSON, MAYOR

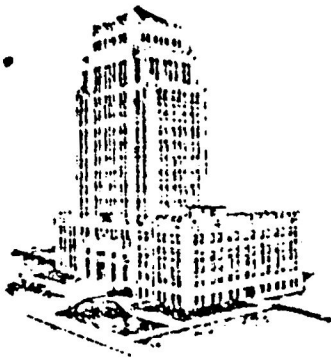
BUREAU OF PERSONNEL OPERATIONS

CITY HALL ANNEX

260 CENTRAL AVENUE, S. W.

ATLANTA, GEORGIA 30303

658-6166



LUCY S. PENNINGTON
Bureau Director

CARL PAUL
Deputy Director

March 6, 1978

MEMORANDUM

TO: All Commissioners, Bureau and Agency Directors

FROM: Mary Debardelaben, Graduate Intern *MD*
Bureau of Personnel Operations

SUBJECT: Human Resources Planning Research Study

The Bureau of Personnel Operations is responsible for meeting Atlanta City government's work force requirements for the effective and efficient delivery of services to the citizens of Atlanta. To successfully meet the city's program goals and objectives, it is very important that the Bureau of Personnel Operations properly plans for the development, implementation and maintenance of a comprehensive human resources planning system.

As an intern with the Bureau of Personnel Operations, I have been requested by the Director to conduct a research study to "Assess the Need of an Effective Human Resources Planning System Within Atlanta City Government." The area of human resources planning has been identified as a very important function of personnel administration and is an area where improvements are needed.

In order to successfully conduct the study, we are requesting your response to the attached questionnaire. Your input will be a vital part of the research study.

Please return the completed questionnaire by March 15, 1978 to the Bureau of Personnel Operations.



MEMORANDUM
March 6, 1978
Page 2

A final copy of the research report will be available in the Bureau of Personnel Operations at the completion of the study for your reading.

Thank you for the courtesy of your assistance during this research study. Please feel free to contact me if you have any questions or suggestions concerning the questionnaire at 875-4626.

MD:jh

cc: Mayor Maynard Jackson
Mr. George J. Berry
Mr. Walter Huntley
Ms. Geri Elder

Attachment

- QUESTIONNAIRE -

Human Resources Planning Research Study
Bureau of Personnel Operations

Please answer the following questions as completely as possible.

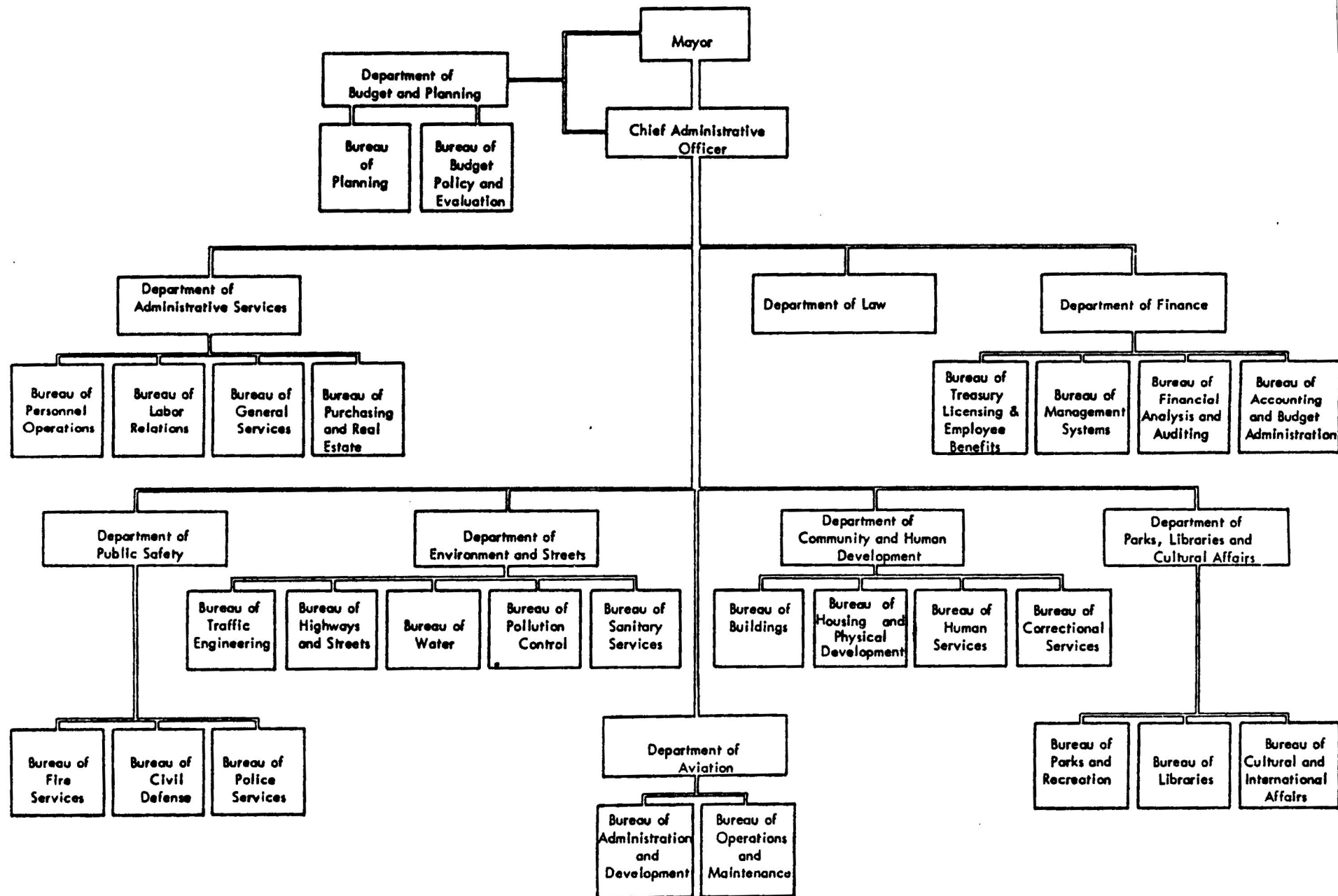
1. To your understanding, what is Human Resources Planning and what are the objectives of such a planning process?
2. How do you relate Human Resources Planning to the achievement of your departmental objectives?
3. What unit or person(s) within your department participate(s) in Human Re-Planning?
4. Do you feel there is a need for Human Resources Planning? If so, please explain why?
5. If you feel there is a need for Human Resources Planning, what department or unit within Atlanta City government should have the responsibility for the coordination and development of such a planning systems?
6. What impact does the absence of a well coordinated Human Resources Planning System have on the daily operations of your department?
7. Please outline any suggestions which you may have for the development, implementation and maintenance of a Human Resources Planning System.

APPENDIX B

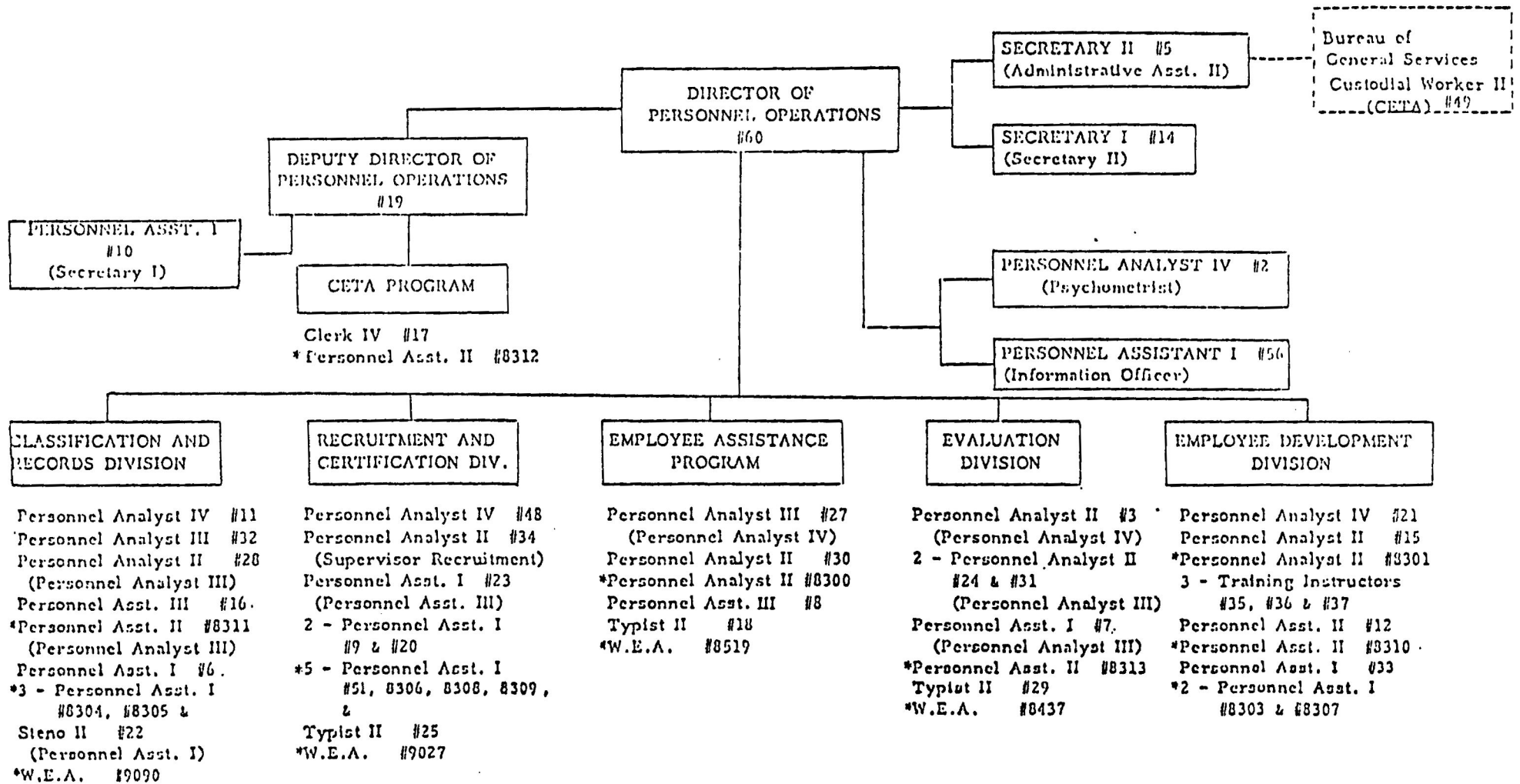
LIST OF RESPONDENTS TO HUMAN RESOURCES PLANNING QUESTIONNAIRE, CITY OF ATLANTA, 1978

<u>Operating Unit</u>	<u>Number of Employees</u>
Office of the Clerk	4
Office of Consumer Affairs	--
Office of Engineering	52
Crime Analysis Team	18
Bureau of Buildings	131
Bureau of Pollution Control	58
Bureau of Traffic Engineering	128
Bureau of Water	469
Bureau of Motor Transport Services	208
Bureau of Personnel Operations	56
Bureau of Cultural and International Affairs	8
Bureau of Libraries	244
Bureau of Correctional Services	154
Bureau of Fire Services	35
Bureau of Police Services	253
Department of Tax Assessor	65
CETA	202
Bureau of Budget and Planning	63
Atlanta- Fulton County Civil Defense	--
Department of Finance	196
Anonymous	--

CITY OF ATLANTA
DEPARTMENT AND BUREAU ORGANIZATION



APPENDIX D



* CETA EMPLOYEE
() WORKING TITLE